

S Final section
388.1 4(f) statement
H3aafT-L
1988

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The following Final Section 4(f) Statement for Project No. F 1-1(18)14, Troy - Libby, is submitted herewith for your review.

It documents the various studies, meetings and coordination that occurred during the development of this project and were involved in arriving at a determination that there are no prudent and feasible alternatives to the use of the 4(f) properties indicated.

The Final 4(f) has been revised from the Draft 4(f) (issued September 1987) to reflect comments received from government agencies and the general public. Since circulation of the Draft 4(f) Statement, the design in certain areas has been changed. The rock cuts in the areas of concern have been reduced due to changes in the back slope design and consequently are further removed from the 1915 Troy - Libby Highway (refer to figures 2 thru 6).

It is imperative that the Montana Department of Highways be notified immediately of any objections of a substantive nature to this project. Comments should be submitted to the Montana Department of Highways on or before May 6, 1988. All comments should be sent to:

Stephen C. Kologi, Chief
Preconstruction Bureau
Montana Department of Highways
2701 Prospect Avenue
Helena, MT 59620
Phone: (406)444-6242

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Missoula, MT 59801
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U.S. Forest Service, Kootenai National Forest Supervisor, ATTN: David M. Spores,
District Ranger, P.O. Box 700, Libby, MT 59923
Department of the Army, Seattle Dist. Corps of Eng., P.O. Box C-3755,
Seattle, WA 98124
U.S. Department of the Interior, Director, Office of Environmental Project Review
(Bruce Blanchard), Washington, DC 20242
Mr. Robert Fink, Chief - Western Division of Project Review, Advisory Council of
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MT 59604

FHWA-MT-4(f)
FEDERAL HIGHWAY ADMINISTRATION
REGION 8

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
REGION 8

STATE OF MONTANA
DEPARTMENT OF HIGHWAYS

FINAL
SECTION 4(f) STATEMENT
ADMINISTRATIVE ACTION
FOR
F 1-1(18)14
TROY - LIBBY



SUBMITTED PURSUANT TO 42 U.S.C. 4332(2)(C) and 49 U.S.C. 303 BY
THE U.S. DEPARTMENT OF TRANSPORTATION, FEDERAL HIGHWAY ADMINIS-
TRATION AND THE MONTANA DEPARTMENT OF HIGHWAYS.

3-3-88
Date

By Howard S. Wheeler
Montana Department of Highways

3/23/88
Date

By Frank S. Allison
Federal Highway Administration

I. DESCRIPTION OF THE PROPOSED ACTION

This project will provide for the reconstruction of ± 15.9 miles of two-lane highway on U.S. Highway 2 beginning at a point near the west side of Troy and extending easterly approximately 15.9 miles to a point about 1.5 miles west of Libby. This project is located in Lincoln County in Northwestern Montana (see Figure 1). The location and limits of the project are also shown on Exhibit 1 (last page). This project meets the criteria for classification as a Categorical Exclusion in accordance with 23 CFR 771.115(b)(13).

The work to be performed will consist of reconstruction along the present alignment with the correction of substandard curves and grades and the provision of better surfacing. This work will include grading, surfacing, drainage, fencing, topsoiling and seeding, signing and striping. Considerable amounts of bin wall or retaining wall will be required to fit the new highway in between the mountain and Burlington Northern Railroad. New bridges will be provided over Cedar Creek and Callahan Creek. The existing bridge over Lake Creek will be widened. New curb and gutter, sidewalks and a storm sewer will be provided through Troy. A small parking area will be constructed in the area of Kootenai Falls and at two locations along the 1915 Troy-Libby Highway (Station 747 \pm and 827 \pm).

Some new right-of-way will be required for the rural portions of the project, but is expected that the new highway will stay within the existing street right-of-ways in the developed urban section. There are some utilities that will require relocation. Consideration will be given to acquiring some limited access control, particularly in the Troy vicinity.

The existing highway is a narrow, deteriorating, two lane facility. The roadway width varies from 20 to 24 feet. The general alignment is characterized by numerous sharp curves and rolling grades. The existing highway facility within the project limits was originally constructed in the 1930's with a road mix bituminous surface.

The need for the proposed action is best portrayed by the highway sufficiency rating for this stretch of highway. The highway sufficiency rating system provides a uniform method of determining the adequacy of a particular segment of highway. Consideration is given to the highway foundation, surface, drainage, safety and capacity. This segment of U.S. Highway 2 has a sufficiency rating of 32 compared to a maximum possible rating of 100 as shown in Table 1. This rating classifies the roadway as critically deficient. Due to the lack of an adequate roadway base and the extent of deterioration, complete reconstruction is required.

Table 1
HIGHWAY SUFFICIENCY RATING

<u>Rating Criteria</u>	<u>Maximum Rating</u>	<u>Project Rating</u>
Foundation	10	0
Surface	30	11
Drainage	10	4
Safety	20	3
Capacity	30	14
Total	<u>100</u>	<u>32</u>

The highway sufficiency rating also points to the need to improve safety on this stretch of roadway. The present horizontal and vertical alignments, coupled with the width and condition of the roadway, contribute to unsafe conditions. Table 2 shows how the accident rate and accident severity for U.S. Highway 2 in the project area compared with statewide rates for primary routes.

Table 2
ACCIDENT RATE AND SEVERITY

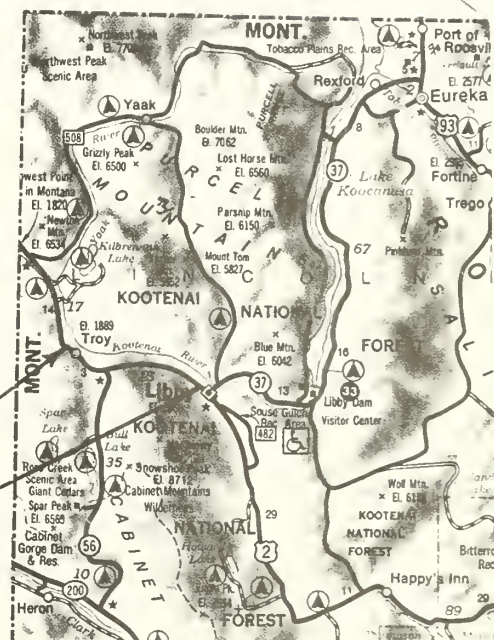
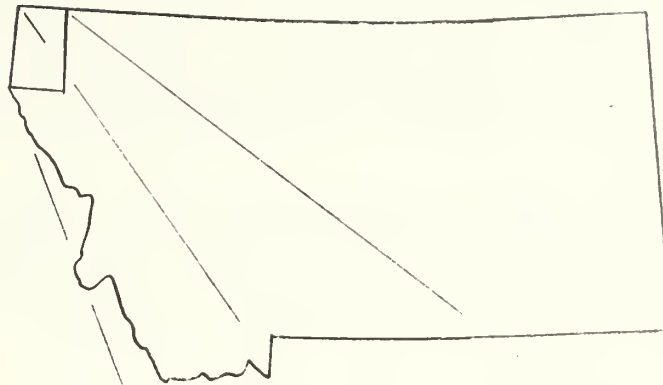
	<u>Accident Rate</u>	<u>Accident Severity</u>
U.S. 2 (MP 14 to 30)	3.13	1.47
Statewide Average	2.02	1.51
High Average	3.45	-

The projected 1988 Average Daily Traffic Volume (ADT) on U.S. Highway 2 in the project area is 2650 vehicles per day. Projected traffic volumes for the design year of 2008 are between 3600 and 4200 vehicles per day. The Design Hourly Volume (DHV) is 525 vehicles per hour. The existing facility is not capable of adequately handling this projected traffic.

Based on the projected traffic counts, a 40-foot wide roadway will be provided for the rural portions of the highway. This will consist of two 12-foot driving lanes and 8-foot shoulders. Through Troy 44-foot roadways will be used. Five-foot sidewalks will also be provided through Troy.

The inslopes will be 6:1 with cut and fill slopes as per standards. Ten-foot wide flat-bottom ditches will be used in cut sections. The horizontal and vertical alignments will be designed to a 60 mph design. The horizontal alignment will have curves of four degrees or less. Grades will be less than 5% except for one section just east of Troy where a 5.9% grade is necessary. A climbing lane will be provided in this area.

Figure 1



F 1-1(18)14
Troy - Libby

II. SECTION 4(f) RESOURCES

Thirty-four cultural sites have been formally recorded in the vicinity of the project of which 19 are within the Kootenai Falls Cultural Resource District (KFCRD). The district was identified and found to be National Register eligible in 1981. Heritage Research Center of Missoula conducted two highway project-specific surveys, one in 1984 and one in 1985 and identified several additional sites outside of the District. In addition to the KFCRD, Kootenai Indian Religious Use area has been identified in the vicinity of Kootenai Falls which is near the center of the project.

Table 1 summarizes the National Register eligibility of recorded sites and anticipated project impacts. The highway project will impact eight eligible properties: six sites consisting of historic geological or prospector's pits within the KFCRD, the 1915 Troy-Libby Highway, and a prehistoric quarry, site 24N761.

Originally, impacts were anticipated at two other sites, but changes in the design and the alignment have avoided these impacts. These sites are the lithic scatter (24LN167) and a rock oven (24LN735). A possible prehistoric timber structure (24LN461) was also identified in the impact area. Site 24LN461 was first identified as a prehistoric timber structure within the Kootenai Falls Cultural Resource District. It consisted of some saplings leaned against two logs, but no aboriginal artifacts were associated. Attempts by Heritage Research Center (1984) and Kootenai National Forest Archaeologists (1985) to relocate the site were unsuccessful. Either 24LN461 was treefall mistakenly identified as a cultural property in 1981 or it has completely collapsed and so has lost integrity.

A brief history and the present status of each of the sites in the impact area is summarized as follows:

Six Prospector Pits (24LN475 - 478,480,482)

Sites 24LN475-478, 480,482 are six historic geological testing or prospecting pits included within the boundaries of the Kootenai Falls Cultural Resource District as contributing elements. These vary in size between 3 and 7m in diameter and 1-2m deep. In most instances, the function of the pits cannot be determined with certainty. Historic records indicate that geological tests were made in 1913 as part of the Kootenai Power Construction Company's exploration for a dam site in the vicinity of Troy. Prospector's pits were excavated during the placer mining boom in the late nineteenth century. None can definitely be tied in exact time to known unpatented placers, although some fall within the boundaries of the Kootenai Falls and Coram Placers. Sites 24LN736-739 are prospecting pits identified in 1984 similar to those at 24LN475-478 and 480-482. The former were found to be ineligible properties.

MDOH, Montana SHPO and the consultant believe 24LN475-478 & 480-482 should probably not have been included within the National Register district boundaries (see Attachments 1 and 2). Because of this consensus, we will not address these sites as 4(f) properties.

TABLE 1
LIST OF RECORDED SITES IN POTENTIAL IMPACT AREA
TROY-LIBBY HIGHWAY IMPROVEMENT PROJECT

Site #	Name/Type	N.R. Status	Project Impacts
No. 23	Troy High School	eligible	none
No. 24	Lane Residence	eligible	none
No. 25	Powers Residence	eligible	none
KOOTENAI FALLS CULTURAL RESOURCE DISTRICT			
24LN166	prehist. lithic scatter	eligible	none
24LN167	prehist. lithic scatter	eligible	none
24LN168	8 hist. prospector's pits	eligible	none
24LN461	prehist. struc./treefall	eligible	(this structure has disappeared)
24LN462	(part of 24LN237 - see below)	---	---
24LN464	hist. prospector's pit	eligible	none
24LN470	hist. prospector's pit	eligible	none
24LN471	(part of 24LN168 - see above)	---	---
24LN472	hist. prospector's pit	eligible	none
24LN473 (F-1)	hist. prospector's pit	eligible	none
(F-2)	hist. prospector's pit	eligible	(not relocated)
24LN474	hist. prospector's pit	eligible	none
24LN475	hist. prospector's pit	eligible	shoulder/slope construction; ground clearing
24LN476	hist. prospector's pit	eligible	"
24LN477	hist. prospector's pit	eligible	"
24LN478	hist. prospector's pit	eligible	"
24LN479	2 hist. prospector's pits	eligible	none
24LN4780	hist. prospector's pit	eligible	shoulder/slope and inlet ditch construction
24LN481	hist. prospector's pit	eligible	none
24LN482	hist. propsector's pit	eligible	shoulder/slope construction; ground clearing

SITES OUTSIDE OF TROY K.F. DISTRICT

24LN237	1915 Troy-Libby Hwy.	eligible	various
24LN733	Troy Dan & Power Sta.	eligible	none
	- neutral elements	ineligible	none
24LN734	public works camp	ineligible	none
24LN735	rock oven	eligible	none
24LN736	hist. prospector's pit	not eligible	none
24LN737	hist. prospector's pit	not eligible	none
24LN738	hist. prospector's pit	not eligible	none
24LN739	hist. propsector's pit	not eligible	none
24LN740	rock ovens	eligible	none
24LN761	prehist. quarry	eligible	cut section
24LN762	RR const. camp	ineligible	none
24LN763	prehist. lithic scatter	ineligible	none

1915 Troy - Libby Highway (24LN237)

The 1915 Troy-Libby Highway site is the remains of portions of the first highway between the two towns (Exhibit 1). The boundary is discontinuous and consists of nine sections covering a distance of 9.3 miles. The site was constructed between 1912 and 1915 as a single-lane dirt road. It was replaced in the 1930's by existing U.S. Highway 2. The old highway was the result of local and federal promotional funding and construction efforts, and was part of the Great Parks National Automobile Highway.

The significance of the site is multi-faceted:

- 1) It was the first road to join Libby and Troy that could be used with any degree of consistency;
- 2) Construction was stimulated by and contributed to local, regional, and national interests in the emerging tourism industry;
- 3) It was a major and early instance of federal aid for road building in local areas;
- 4) It was closely associated with several individuals who contributed to the historical development of the local area and north-west Montana. These include George Faust, owner of the Western News, and Paul Pratt, Chairman of the Lincoln County Board of Commissioners.

Prehistoric Quarry and Workshop (24LN761)

Site 24LN761 is a prehistoric quarry and workshop apparently representing a single knapping episode dating to the Late Prehistoric Period. The site was discovered during exploratory subsurface testing during which 130 artifacts were recovered. The artifacts include debitage and 3 preforms. The debitage indicates that the citrus core technique of lithic reduction was employed.

Although limited in extent (about 25 square meters), this quarry is significant because it is one of only a few sites in Montana known to exhibit the citrus core reduction technique and one of the few known sites in the state representing a single knapping episode. Site 24LN761 is likely to yield information that will aid in understanding prehistoric lithic technology in the area.

Mitigation for this site was developed and documented in a Memorandum of Agreement (MOA) (see attachment 3). Excavation of this site was accomplished according to the MOA and documentation is currently underway. Although this project requires right-of-way from this site, this site is not considered a 4(f) property [23CFR771.135 (f)(1) (Code of Federal Regulations)].

Kootenai Falls Cultural Resource District

The Kootenai Falls Cultural Resource District (KFCRD) became National Register eligible in 1981. According to a survey conducted in 1981 by Heritage Research Center of Missoula, 19 archaeological sites are included in this district and in the highway project area (see Table 1).

Six of the 19 archaeological and historical sites in this district will be impacted by this project. These sites are the geological and prospector pits mentioned earlier.

U.S. Highway #2 borders on the south boundary of the KFCRD for about 4 miles (see Exhibit 1).

LANE RESIDENCE SITE NO. 24

The Lane residence is a two-story wood frame building with attached garage and enclosed porch. It was built in 1920 and is the only remaining two-story house in Troy to exhibit its original design and material integrity. It has characteristics of the prairie school of architecture, including emphasis on horizontal lines, use of band windows, and central placement of a closely-shrouded dormer. In 1926 the property was sold to Herman Lane, Manager of the Sandpoint Lumber and Pole Company. That company was one of three principal employers during Troy's boom era (1914-1927). The site has been recommended for nomination to the National Register as part of a Multiple Resource Area and as independently eligible under Criteria Bank C for its association with someone important in Troy's history and its architectural value.

POWERS RESIDENCE SITE NO. 25

The Powers residence is a one-story wood frame structure that stands as an excellent example of the craftsman cottage style. It was built in about 1930 and exhibits such classic features as a shake-covered gable roof, exposed rafters, eave brackets, narrow clapboard siding with corner and baseboards, and a corbelled brick chimney. It appears to be National Register eligible based on its architectural merit as a cottage of the Bungalow Craftsman style and as an above average example of domestic architecture in Troy.

Although the Lane residence and the Powers residence are eligible for the National Register, no right-of-way is required from these sites and consequently are not a 4(f) property. Figure 3(a) and 3(b) illustrate the road plans adjacent to these residences. Attachment 3 is the Memorandum of Agreement for this project and contains a stipulation for these residences (Stipulation No. 5).

III. IMPACTS ON SECTION 4(f) RESOURCES

The impacts to the 1915 Troy-Libby Highway and the KFCRD cannot be avoided. New right-of-way will be required from the KFCRD and from sections of the 1915 Troy-Libby Highway.

Kootenai Falls Cultural Resource District

As indicated on Exhibit 1, the alignment of the new road closely follows the existing road which was used as a boundary in the description of the KFCRD. The KFCRD southern boundary lies between Station 462 and Station 675 and is described as the north edge of the existing pavement.

Although the new road will cut and fill inside the KFCRD in several areas, the KFCRD has been surveyed and the "eligible" sites have been identified and avoided. Again, the prospector pits have recently been found ineligible and require no further consideration.

1915 Troy - Libby Highway (24LN237)

The highway project will impact portions of the 1915 Troy-Libby Highway. The following are impacts per section of old highway (refer to Exhibit 1).

Section A

This section is only 750 feet long and the eastern half of that has been recently used as a logging road (Photo #1). This activity has completely changed the character of the old road. In addition, the present roadcut lies 30 feet or less from Section A (Photo #2). The western 300 feet of Section A will be removed by road cut.

Section B

Most of the 2200 foot section lies within 30 feet of the present roadway. Consequently 1000 feet at the western end will be removed. In that area the corridor is recognizable, but primarily because the old highway is used by the power company to maintain its line. Feature 1 (Photo #3) a rock wall, stands in this area. The remaining 1200 feet of road will be alternately cut and left in place by proposed road construction. At this east end, the old highway is covered with thick vegetation (Photo #4) and at one point was obscured when the present approach was established.

Section C

Section C lies between 50 and 90 feet from U.S. Highway 2. A good portion of the 1500 foot section will be destroyed. The undamaged but non-continuous 800 feet remaining will have no vegetation intervening between it and the new roadway. Currently the intervening vegetation is 30-40 feet thick.



Photo #1



Photo #2

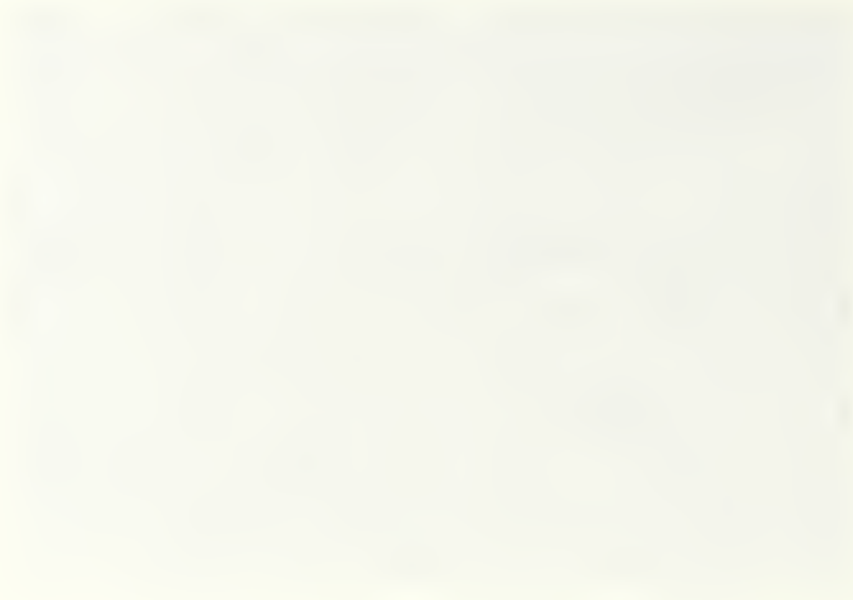




Photo #3



Photo #4



Section D

About 1300-1500 feet of this section at its western end will be destroyed. There the old highway lies 40-90 feet from the present roadway. It is visible from the present highway for the first 350 feet because the intervening aspen trees offer little interference (Photo #5). Thereafter, it is less visible because coniferous trees intervene. The entire section is overgrown with small trees and bushes (Photo #6). The east end of Section D lies above construction limits.

Section E

Little of this section will be impacted during construction. Twenty feet at the west end will be cut and 30 feet at the east end filled. A new approach will be built at the east end, replacing two there at present. One portion of the old highway swings close to U.S. Highway 2 (Station 761); there, the present road is visible from the old. The roadway cut just left of center in Photo #7 will be twice as wide as at present and right of center about four times as wide. The photograph shows a good cover of trees below the 1915 highway and up away from the present road; these will not be affected by construction. Photo #8 illustrates the growth of trees immediately below the old highway that mask the view of the present road.

In the clearing shown in Photo #9, two or three trees just south of the road will be removed. Road construction in the clearing will mostly involve fill and the pavement will be slightly less than twice as wide as at present.

In the area shown in Photo #10, the present road will be widened toward the bottom of the photo. The four trees at the right will probably be removed and perhaps some of the trees in the foreground, so that the proposed alignment will be more visible than at present. This intrusion in setting is not adverse because it will only be one of a number of visual intrusions already in-place, namely the powerline and the dirt roads opposite the railroad tracks.

In Photo #11, the present road is not visible but it runs parallel to the telephone line. Construction activities in this area will include moving the two power poles toward the foreground in Photo #11. Also the hillside will be cut, probably along the foot of the steep rock face just right of center. As a consequence, a 150 foot or more section of the improved highway will be visible where before the highway could not be seen. While the change constitutes an impact on the site setting, it is not considered adverse. The integrity of setting in this area has already been compromised by the presence of four power poles and lines on the south side of the Kootenai River.

MDGH had originally intended to cut two benches into the steep rock face near Station 760+99.8 mentioned above (Figure 2). The benches have now been eliminated from the present design, so that the edge of the cut is now 40 to 50 feet further from the historic highway at that station (See Figure 3).



Photo #5



Photo #6

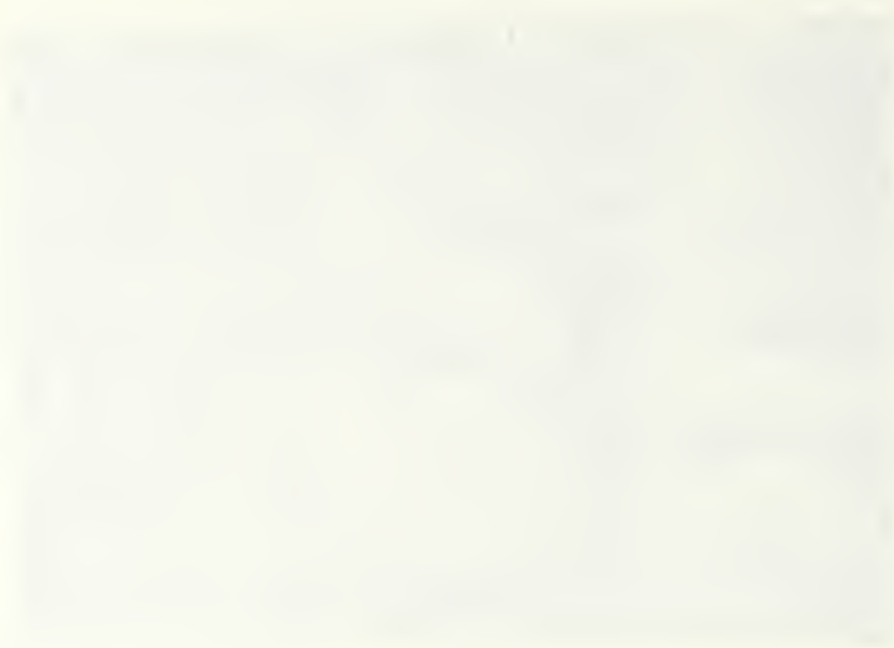




Photo #7



Photo #8





Photo #9



Photo #10





Photo #11

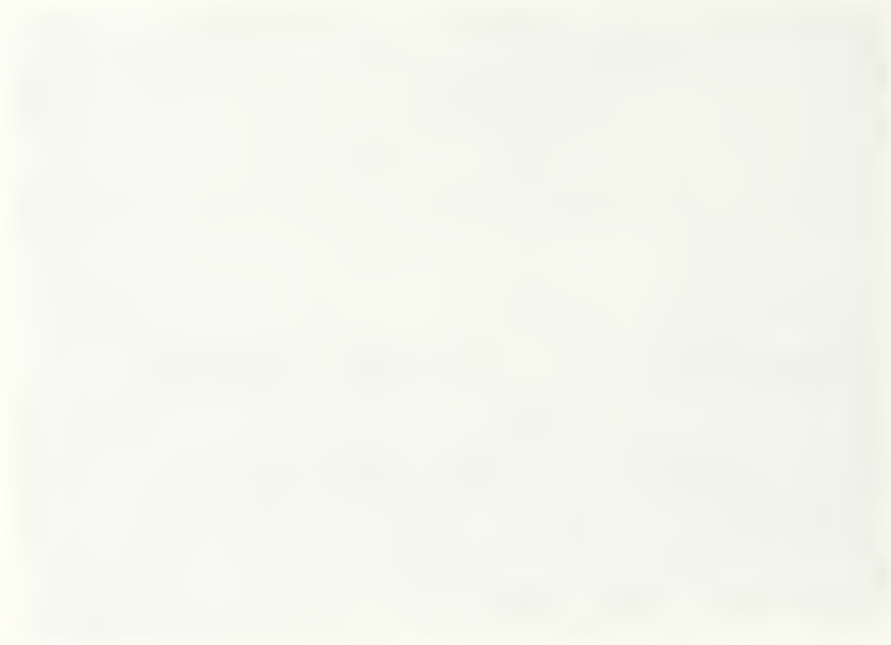


Figure 2 - Cross-section at Sta.
760+99.8 showing the old
design and the new design.

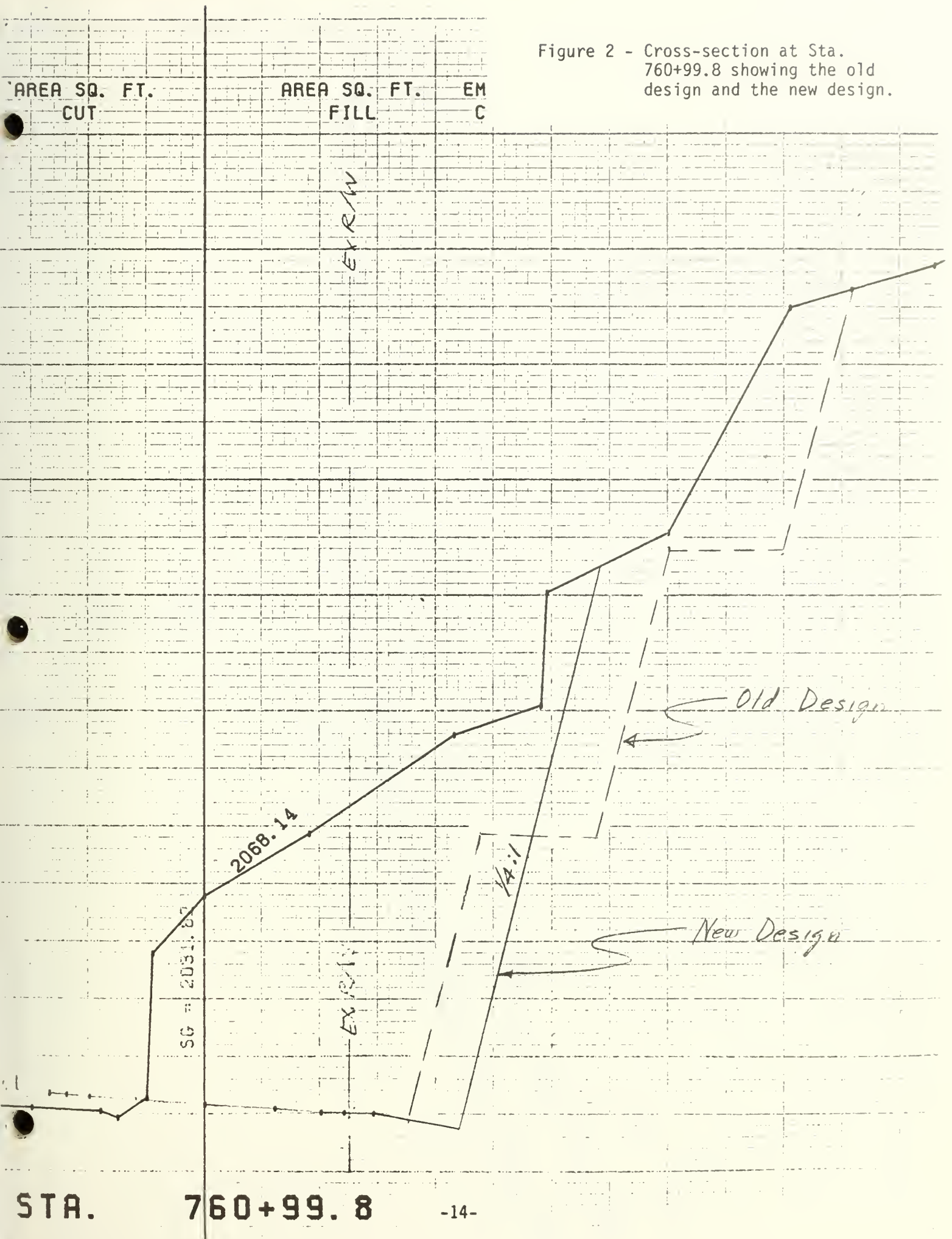
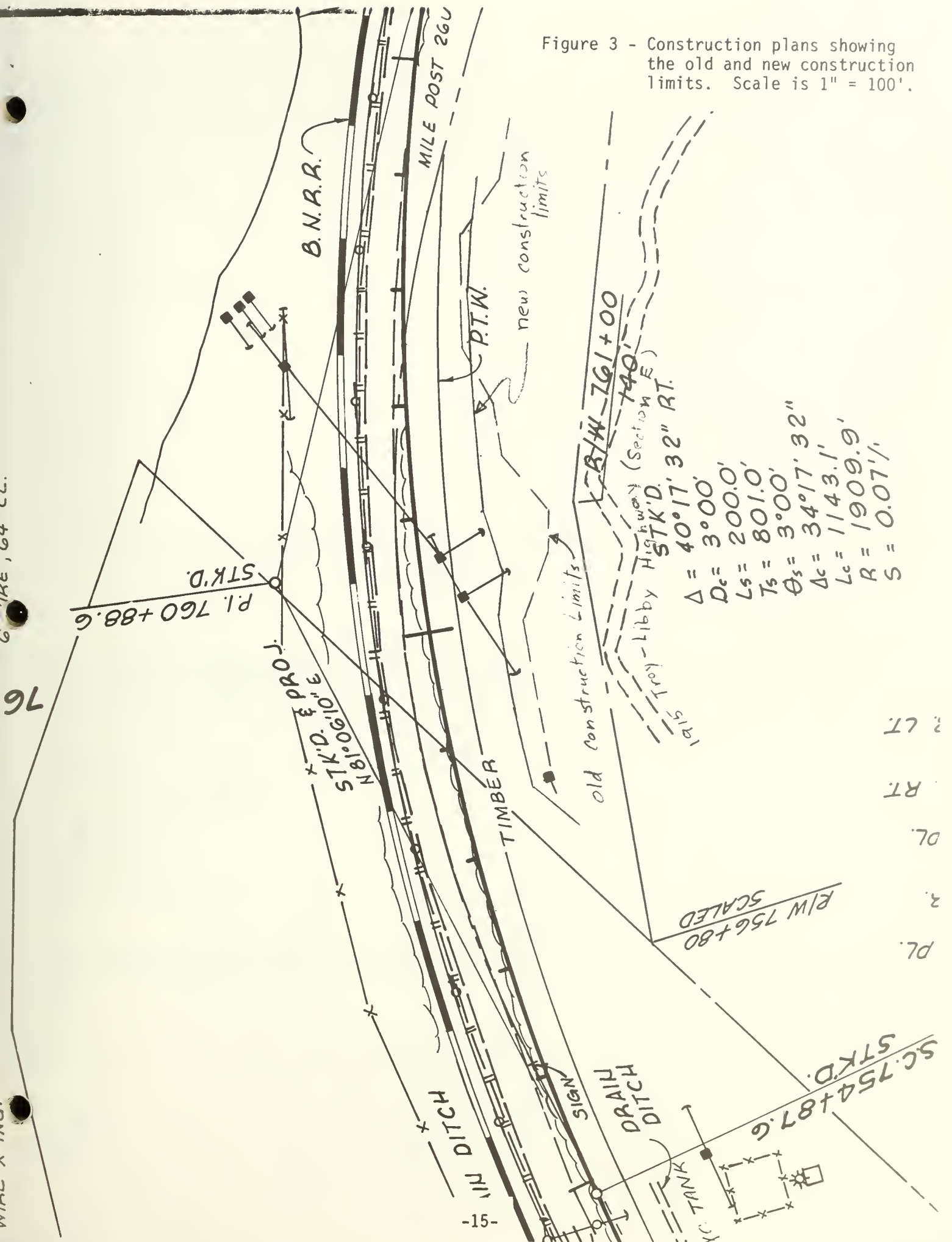


Figure 3 - Construction plans showing the old and new construction limits. Scale is 1" = 100'.



13
3/5

Figure 3(a) - Construction plans showing the Lane property.

136 + 66 STK'D.
3/4" WTR SVC. X-ING.
5' MIN. COVER

130 + 06 STK'D
3/4" WTR. SVC. X-ING
5' MIN. COVER

134 + 76:1 BEG.
10' CONST. PERMIT

139 + 25.8
10' CONST.

BLOCK 15

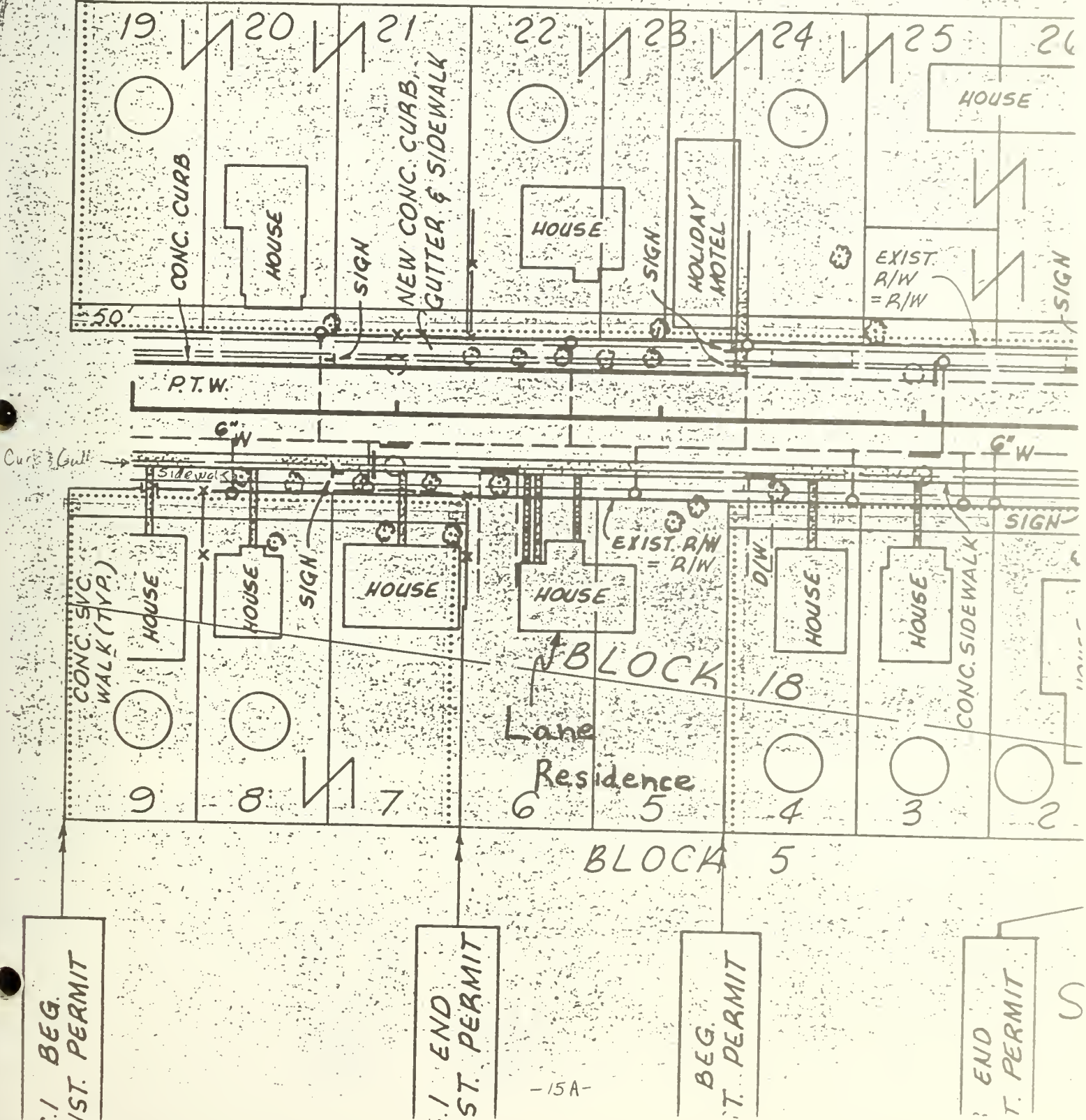
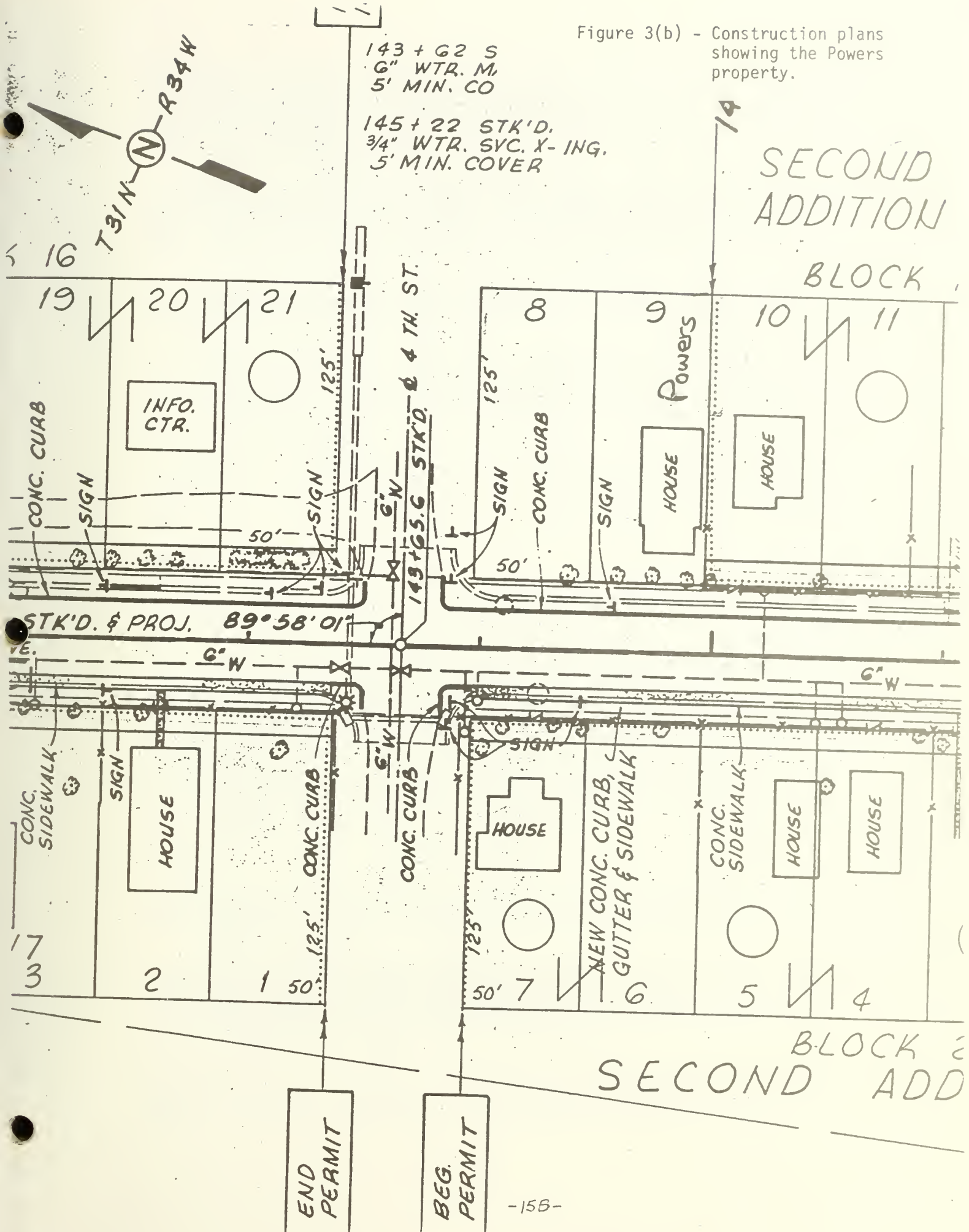


Figure 3(b) - Construction plans showing the Powers property.



Blasting will occur for about 350 feet along the rock face in this area. To blast the rock the contractor will build a road at the outside edge of the area to be cut. The road will allow access for the drilling truck which is necessary in controlled production blasting. MDOH estimates the temporary road will be 10 feet wide.

Throughout most of this section of old highway, the Kootenai National Forest has maintained the road by clearing trees and brush from the roadway. The corridor is clearly defined by a dense growth of trees that will not be altered by proposed road construction (Photo #12).

Photo #13 shows one open view from the 1915 highway. The terrain and the trees growing by that old road are such that there will apparently be no change in the view after construction.

Photo #14 was taken from a point about 300 feet from the present highway near the east end of the section. The trees shown in the foreground will not be affected, so the view after construction should be very similar to what it is at present.

In summary, only about 50 feet of this scenic section will be removed. There will be some changes in setting at one point, but they are no more significant than current visual intrusions, including the present roadway, power poles and lines, and dirt roads.

Section F

Section F is only 1600 feet long. The first 500 feet at the west end, including the old bridge over Williams Creek (Photo #15) will be filled over. All of that is a recognizable corridor except approximately 180 feet east of the creek where a labyrinth of newer dirt roads obscures the route of the old highway. The next 600 foot portion weaves in and out of cut and fill sections on the proposed project. The first 250 feet of that has been partially cut on its north side by a gravel quarrying or placer mining operation and it is completely overgrown (Photo #16). The remaining 350 feet of that second portion is also overgrown and resembles a ditch more than a road. The final 600 foot portion of Section F is also overgrown, but the route can be recognized. This entire portion will be covered with fill.

Section G

Direct impacts to this 2.2 mile section will involve removal of about 350 feet from the east end. The present view from this area to U.S. Highway 2 is shown in Photo #17.

Road construction just west of there will remove about 60 feet (deep) of vegetation so that one will probably see the proposed roadway for about 150 feet at the new east end of Section G. At present no view of the present highway is afforded from that position.

At Station 474 and 480 the road cut as originally proposed was within 35 feet of two parts of Section G. The present design eliminates the benches along the road cuts near these stations as shown in Figures 4, 5



Photo #12



Photo #13





Photo #14



Photo #15



Photo #16



Photo #17



Figure 4 - Construction plans showing the old and new construction limits. Scale is 1" = 100.

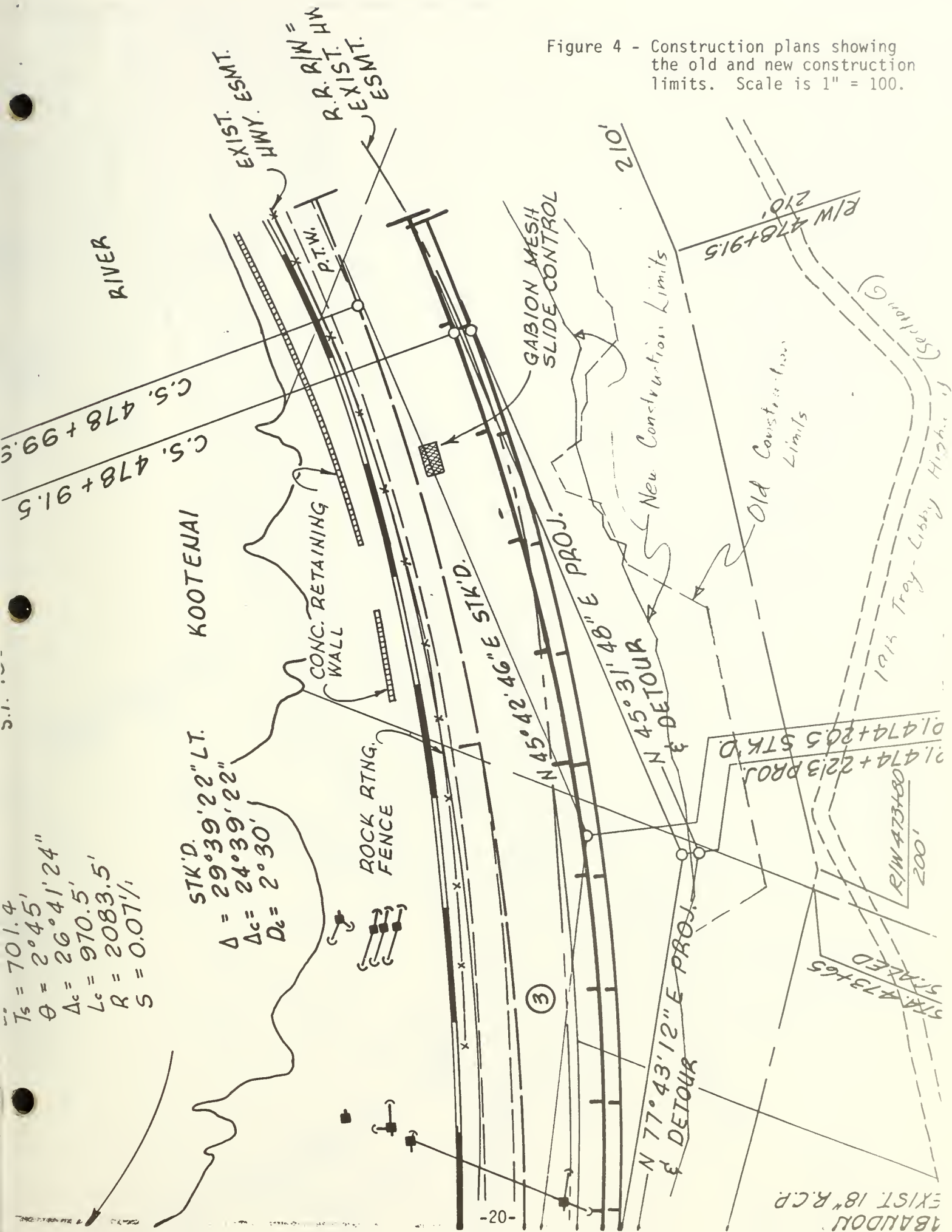
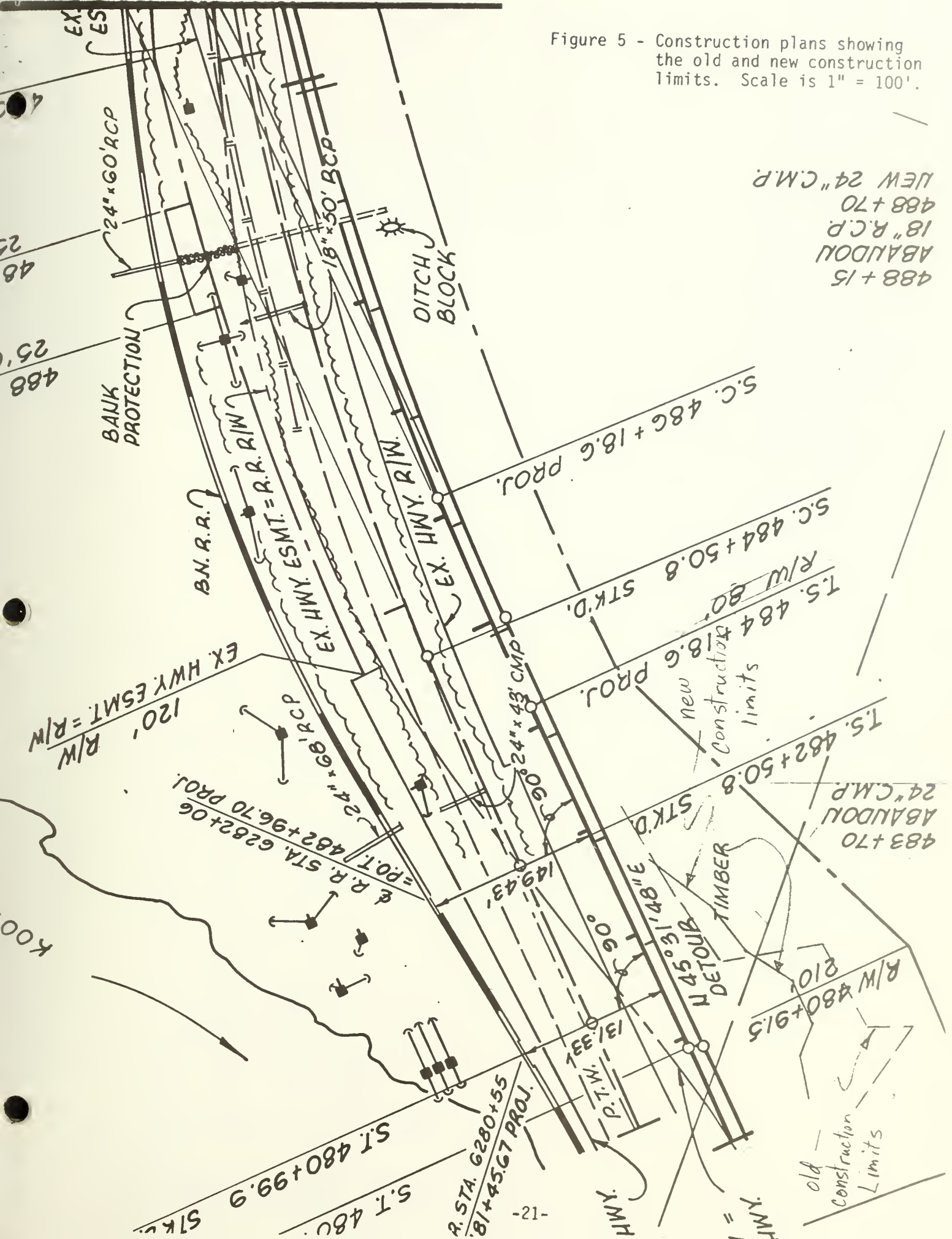


Figure 5 - Construction plans showing the old and new construction limits. Scale is 1" = 100'.

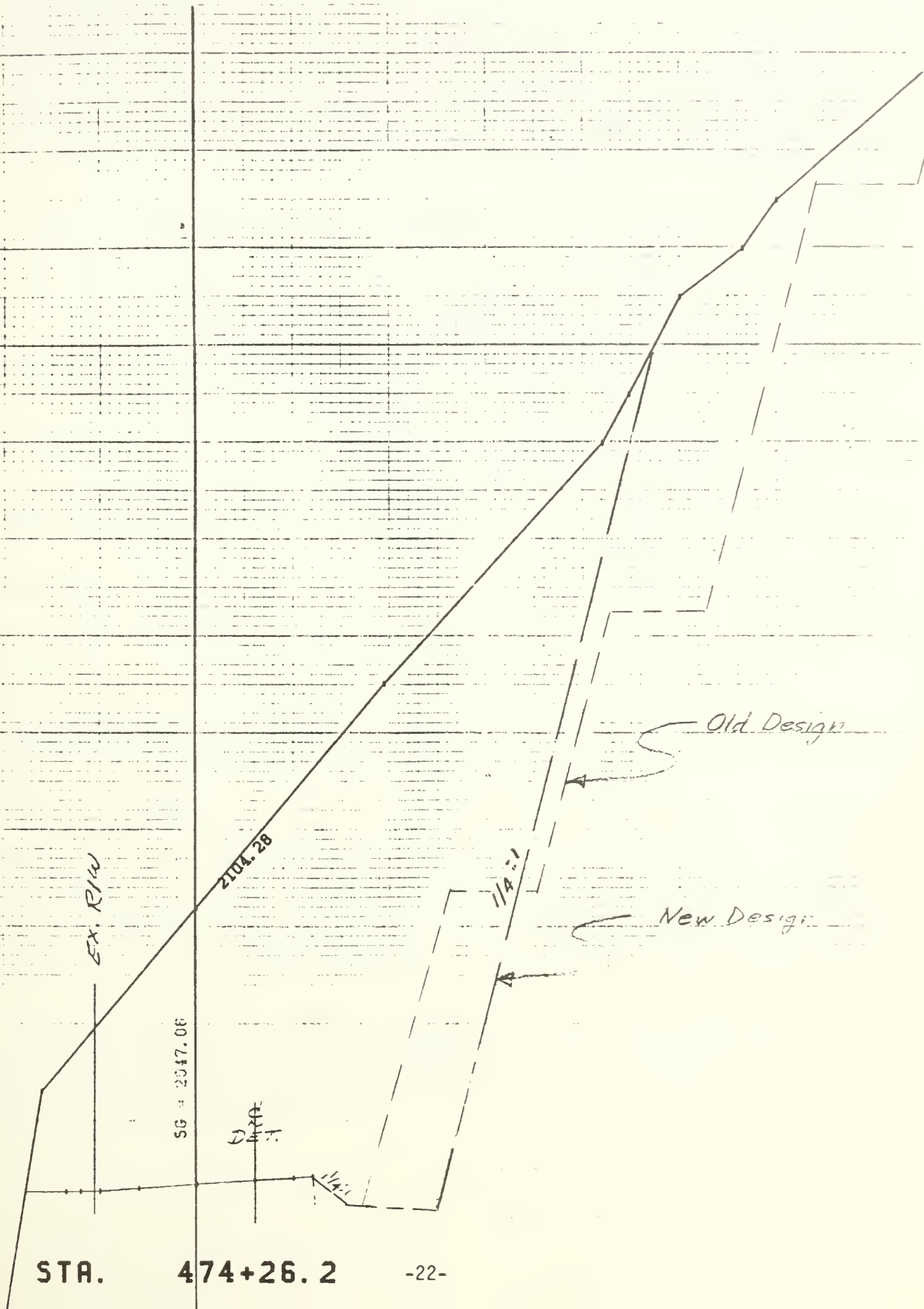


EXCAVATION
CU. YDS.

AREA SQ. FT.
CUT

AREA SQ. FT.
FILL

Figure 6 - Cross-section at Sta.
474.26.2 showing the old
design and the new design.



and 6. Consequently, the cut will be 60 feet or more from the 1915 Troy-Libby Highway. The area to be cut is basically a steep rock face covered with trees and shrubs where it can grow in rock cracks and small colluvial deposits. At present, one cannot see U.S. Highway 2 from the old highway because the cut is so steep and the vegetation moderately dense. After Highway 2 is reconstructed, it will be visible directly below the old road for approximately 600 feet because of the lack of vegetation on the freshly-cut rock face. Immediately west of that area, U.S.

Highway 2 is already visible from the old road because the terrain drops off sharply below the old road (Photo #18).

Section H

No impact. Not within the National Register site boundaries.

Section I

No impact. Not within the National Register site boundaries.

Section J

The western 450 ft. of Section J will be destroyed during construction. Most of the remaining $1\frac{1}{2}$ miles of road lies 200 ft. or more above the highway right-of-way.

Section K

No impact. Not within the National Register site boundaries.

Section L

About 200 ft. at the west end of Section L will be destroyed. East of that portion, the 1915 road goes up the hillside perpendicular to the present highway, and so will not be impacted during construction.

Summary of Impacts

Those portions of road that will be destroyed are either dirt tracks or short cut or fill sections (Photos 19 and 20) that do not include exceptional engineering features. Specific features identified above that will be impacted are by no means distinctive. Feature 1 (Photo #3) is a short section of rock wall that has partially collapsed. Feature 7 (Photo #15) has completely collapsed.

There will be no direct impacts to portions of the road that embody the engineering scenic qualities that make the 1915 highway a National Register eligible property. However, the Advisory Council on Historic Preservation has found that the highway project will have an adverse effect on the 1915 Troy-Libby Highway.



Photo #18

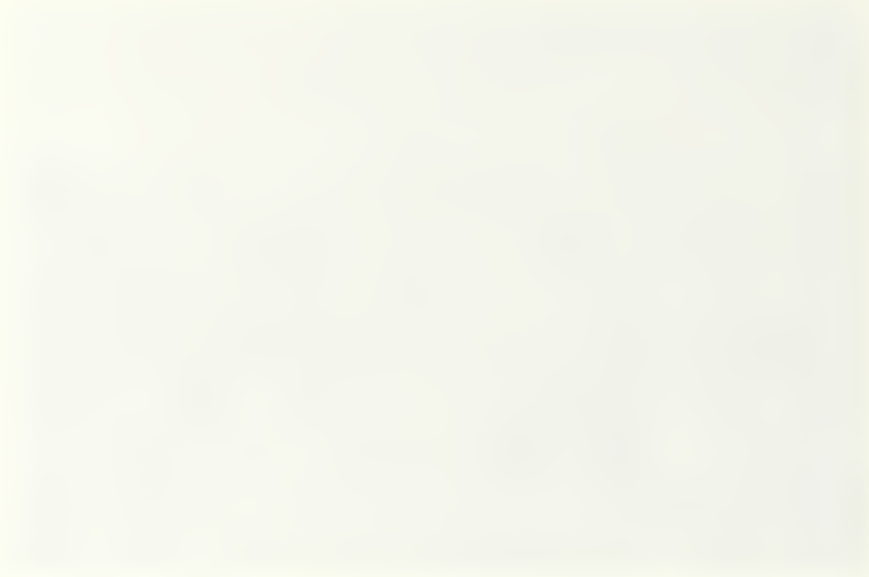




Photo #19



Photo #20

IV. AVOIDANCE ALTERNATIVES

Several alternates have been considered for this project. The no build alternative was considered but was discarded because of the great need to improve the safety and condition of the existing highway. A route following the north side of the river was also investigated initially, but was discarded because of cost and design considerations and because it would have crossed an important Bighorn Sheep wintering ground and part of the KFCRD. There are no other viable alternates due to the extremely rough terrain in the area.

The alignment of the new road in the area of the KFCRD follows a narrow corridor limiting the location for a new road. The topography of this area is mostly steep hillside with the railroad paralleling close by on the opposite side. The alignment has been shifted away from the KFCRD when possible. Unfortunately, the steep hillside has limited any shift in the alignment in most areas.

Alignment shifts to avoid the several locations of the 1915 Troy-Libby Highway were reviewed. In the areas of Sections F and K, the alignment of the 1915 highway crosses the existing road and consequently any shift in the alignment put the alignment more into the other sections on the opposite side of the new road alignment. At all the sites, an alignment shift to avoid the sites was not found to be feasible or prudent.

V. MEASURES TO MINIMIZE HARM

Kootenai Falls Cultural Resource District

The KFCRD will be impacted by several fill areas and a few cut areas. Where the in-slopes of these areas are 2:1 in steepness or flatter, grass will be seeded.

Presently, a narrow roadside turn-off exists near Station 500± which provides a view of the Kootenai Falls. This turn-off will be upgraded and expanded to include a parking area. The present parking area is not paved and is quite dusty. The new parking area will be paved and will have guardrail with pavement markings for better traffic flow and safety. This should be a big improvement for this area (see Figure 7).

1915 Troy Libby Highway

Impacts to the 1915 Highway are indicated in Section IV. Where in-slopes of the affected areas are 2:1 or flatter, grass will be seeded.

Parking areas will be provided at Station 747± and Station 827± to provide access to the old highway trail located on the hillside above the present U.S. 2. This will improve the use of this section of the old highway which is now used as a hiking trail (see Figures 8 and 9).

An amended Memorandum of Agreement (MOA) has been reviewed, coordinated, and approved by the Montana State Historic Preservation Officer, the Advisory Council on Historic Preservation, Federal Highway Administration, Montana Department of Highways and the Kootenai National

Forest (see Attachment #3). The MOA outlines several stipulations which all parties have agreed to, which mitigate impacts that are a result of this project.

Stipulation No. 1 regarding archaeological data recovery at site 24LN761 has been accomplished. Stipulation No. 2 requires documentation and recordation of the 1915 Troy-Libby Highway in accordance with Historic American Engineering Record standards. This will be accomplished this year (1987) sometime. Stipulation No. 3 requires historic markers for the 1917 Troy-Libby Highway. Two historic markers will be erected at the parking areas at each end of Section E of the 1915 Highway. This will be accomplished by the contractor. Stipulation No. 4 regards assurances to not disturb the 1915 highway unless necessary and Stipulation No. 5 regards intrusions into the yards of the Lane and Powers residences. The contractor will be informed and required to adhere to Stipulations No. 4 and No. 5. MDOH will prepare a special provision for inclusion with the contract plans that will inform the construction contractor of the significance of the old highway and the need to take special care when operating in the vicinity of the site. Also it will require construction of a boardwalk or other structure at Sta. 474, 480, and 761 in the unlikely and unforeseen event that cut work will destroy portions of the historic road at those stations. The boardwalk will connect the broken sections so that the road can continue to be used for interpretive and recreational purposes. At this point MDOH geologists do not foresee a problem, but unexpected faults in the rock could result in historic road damage during blasting. (Blasting is required at these stations because of the proximity of the railroad line). Stipulations No. 6 thru No. 9 regard disputes and the procedures to follow to implement the MOA.

VI. COORDINATION

Coordination efforts on this project were initiated by the Montana Department of Highways on June 22, 1976 when a letter of intent was issued by the Department to federal, state, and local agencies and affected private organizations. Comments and information were requested which would be relevant to this project.

A Public Hearing was held April 5, 1979 at the Troy High School and public information meetings were held August 21, 1985 at the Forest Service Offices in Libby at 2:00 p.m. and at the Forest Service Engineers Center in Troy at 7:30 p.m. The purpose of those meetings was to present the project to interested persons and local agencies and to solicit input on the project.

Coordination regarding the cultural resource sites has been with the State Historic Preservation Office, the Keeper of the Register, the Advisory Council on Historic Preservation, the U.S. Forest Service, and with the Kootenai Tribe.

The Draft 4(f) Statement was approved for circulation on September 11, 1987. Copies of comments received on the Draft 4(f) follow. As indicated in the amended MOA, all parties have agreed to the stipulations and consequently the Section 106 procedures are finalized. Early coordination comments are contained in the Draft 4(f).

Concluding Statement

Based upon the above considerations, it is determined that there is no feasible and prudent alternative to the use of land from the 4(f) properties known as the prospector pits, the 1915 Troy - Libby Highway, the prehistoric quarry and workshop and the Kootenai Falls Cultural Resource District and that the proposed action includes all possible planning to minimize harm to these 4(f) properties resulting from such use.

MAL:3:mb:cm:223/o

KOOTENAI FALLS VIEW POINT PARKING AREA DETAILS

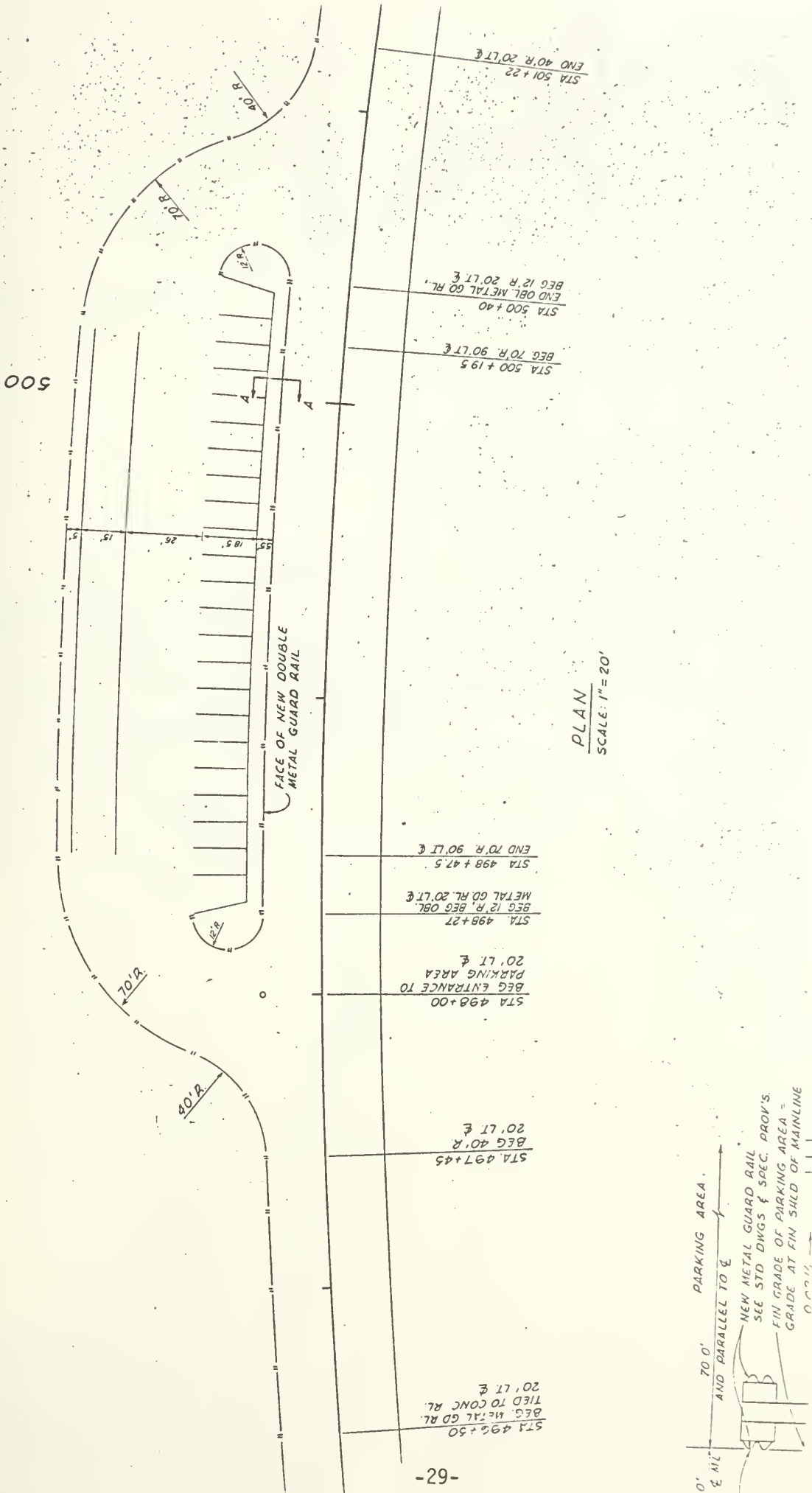


Figure 7

Figure 8

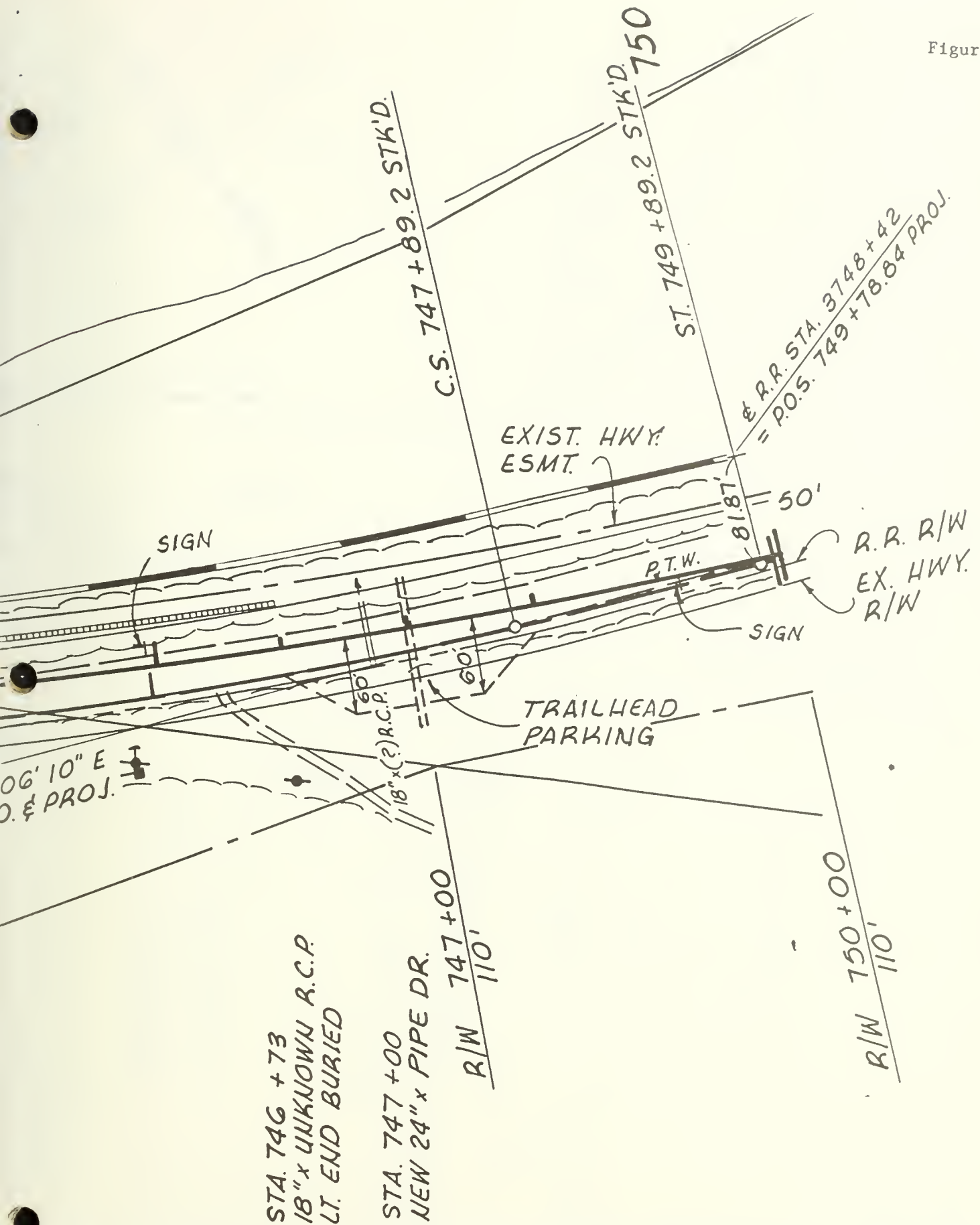
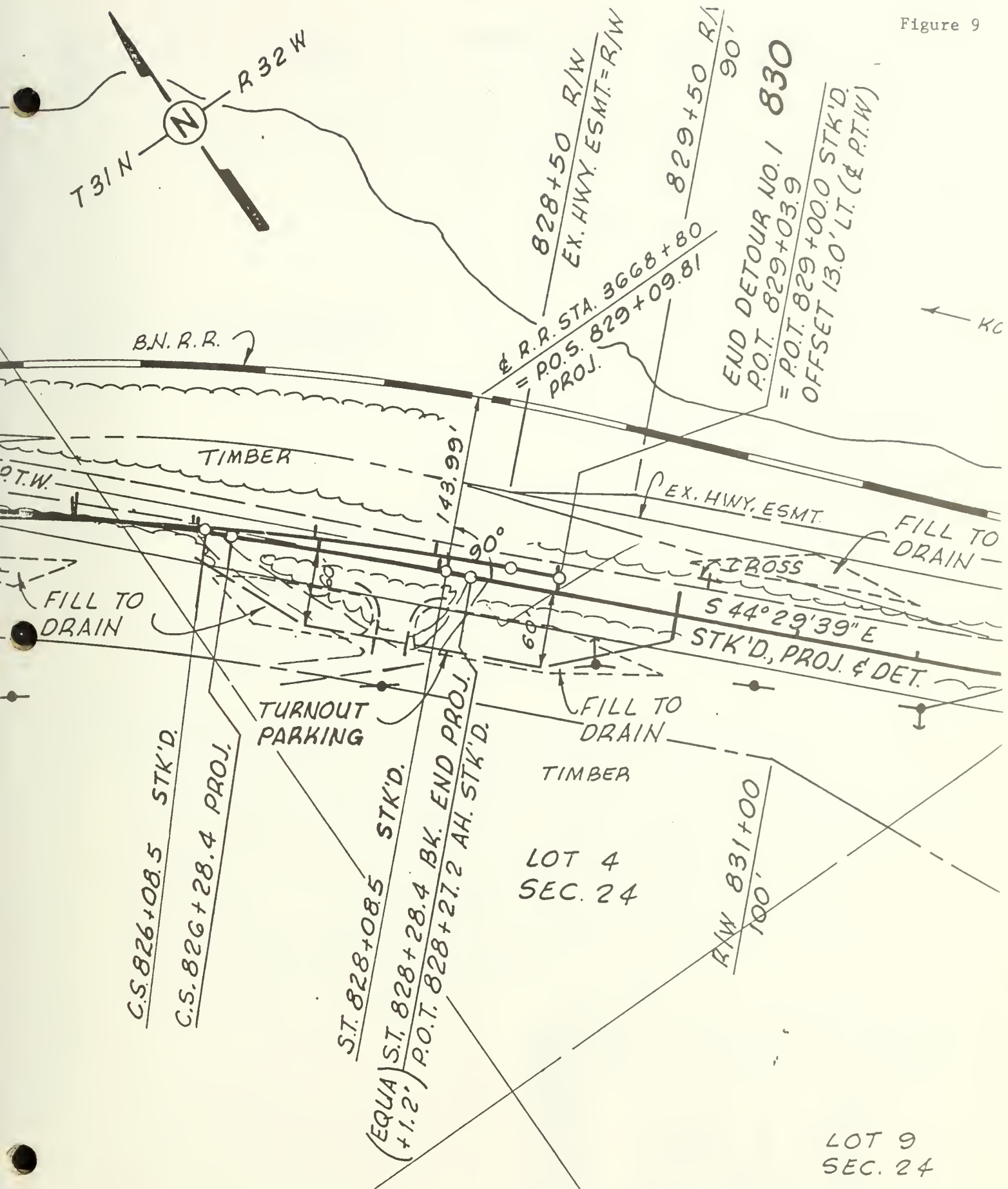


Figure 9



United States
Department of
Agriculture

Forest
Service

Kootenai NF

506 US Highway 2 West
Libby, MT 59923

Reply to: 7720 - Communications
2720 - Special Uses

Date: November 6, 1987

Mr. Stephen C. Kologi, P.E.
Supervisor, Preconstruction Bureau
Montana Department of Highways
2701 Prospect Avenue
Helena, MT 59620

Dear Mr. Kologi,

Our comments are as follows pertaining to the draft Section 4(f) Statement for F1-1(18) 14 Troy-Libby proposed reconstruction of U.S. Highway 2.

1) Page 9.

We agree with the elimination of the top bench from station 759+99 to station 761+49. From the appearance of the cross section at station 760+99 the outside edge of the drill access road would be at the catch point of the cut rather than beyond the catch point. This would further decrease potential impacts on the old highway.

2) Page 16.

We are extremely concerned about the possible impacts to the old highway between stations 472 and 482. We hope to keep the old roadbed as a trail. We have been told several times the old highway has been tied by survey methods to the proposed centerline but can find little evidence of this. The cross sections do not have notations on them that indicate the old highway and do not extend to the right-of-way limit. As far as we can tell the right-of-way points at stations 474+00 and 480+91.5 are not marked on the ground so a field check of the construction limits cannot be made. If the relationship of the old highway and the right-of-way limit at station 474 as shown on page 20 is correct not only the old highway may be jeopardized but one of Bonneville Power Administration's towers and downhill guy system may be undermined. The fault zone at station 477 is also a concern because of possible instability and ravelling uphill of the top of cut.

Date Recd.	Preconstr.	Initial	Attach
	MAIL ROUTE		
	30		
	20 Eng. Specialties		
	31 Contract Plans		
	32 Loc. Road Design		
	33 Environment		
	34 Hydraulic		
	35 Surfacing Design		
	36 Traffic		
	37 Pub. Hearing		
	38 Photogrammetry		
	39 Consultant Design		
	40		
	Info		
	Act		

[Handwritten signature: J. B. Borden]

Access for construction in these steep areas should be of great concern to Department of Highways' designers. Gradients along the top-of-cut line are very steep. Access planned into the design features of the proposed construction could decrease administrative problems for everyone.

3) Page 26.

The new parking area for Kootenai Falls near station 500 will, in our estimation, be too small for the number of vehicles trying to use it.

4) Page 26.

The Memorandum of Agreement referred to on page 26 has been replaced by a signatory one from the U.S. Forest Service. The new Memorandum of Agreement is more specific as it relates to the old highway. The draft statement should be revised to speak to the new Memorandum of Agreement.

Boardwalks are not acceptable substitutes for the old highway if the old highway were to be disturbed between stations 473 and 481 or in the vicinity of station 761.

We again ask that the old highway position be surveyed relative to the new highway location and a design review made with our people. Additional materials investigation is probably needed near station 477 and quite possibly near the high cuts at stations 474 and 480.

Sincerely,



JAMES F. RATHBUN
Forest Supervisor

S. C. Kioze
gck

DEPARTMENT OF HIGHWAYS



TED SCHWINDEN, GOVERNOR

2701 PROSPECT

STATE OF MONTANA

HELENA, MONTANA 59620

March 1, 1988

James F. Rathbun
Forest Supervisor
U.S. Forest Service
506 U.S. Highway 2 West
Libby, MT 59923

4(f) STATEMENT
F 1-1(18)14
TROY - LIBBY

We have reviewed your letter of November 6, 1987 and generally agree with your comments. Our response to your comments are as follows:

- 1) Page 9
The cross-sections from Station 759+99 to 761+49 have changed due to a change in the backslope design. A copy of the new cross-section at Station 761 is attached.
- 2) Page 16
The design and cross-sections from Stations 472 to 482 have also changed. The old Troy - Libby highway has been located in the field and is shown on the attached copy of the revised plans.
- 3) Page 26
The number of parking spaces provided for cars at Kootenai Falls is larger than some of our major rest areas and should be sufficient.
- 4) Page 26
As you know, controlled blasting will be required and we don't expect to have to replace the old highway.

James F. Rathbun
March 1, 1988
Page 2

Additional materials investigations are underway in the area of Station 474 to 480.

A handwritten signature in cursive script that reads "Gordon L. Larson". The signature is written in dark ink and is positioned above the typed name.

GORDON L. LARSON, P.E., SUPERVISOR
CONSULTANT & SAFETY DESIGN SECTION

GLL:mb:4/f

cc: S. C. Kologi
G. L. Larson
V. D. Borden



REPLY TO
ATTENTION OF

Planning Branch

DEPARTMENT OF THE ARMY
SEATTLE DISTRICT, CORPS OF ENGINEERS
P.O. BOX C-3755
SEATTLE, WASHINGTON 98124-2255

19 OCT 1987

Stephen C. Kologi, P.E.
Supervisor, Preconstruction Bureau
Montana Department of Highways
2701 Prospect Avenue
Helena, Montana 59620

Dear Mr. Kologi:

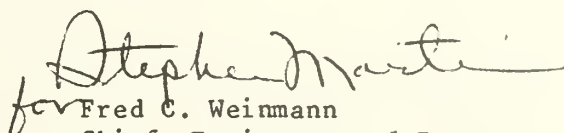
This letter comments on your draft Section 4(f) Statement for U.S. Department of Transportation, Federal Highway Administration, for Project F 1-1(18)14 Troy - Libby Highway, dated September 11, 1987.

My technical staff has reviewed the draft Section 4(f) Statement and they concur in your assessment of the significance of the cultural resource sites affected by the project. It is fortunate and appropriate that segments of the 1915 Troy-Libby Road can be preserved intact even though the new highway construction will adversely affect the linear road site. The elimination of several mining prospect pits from the Kootenai Falls Cultural Resource District and corresponding revisions to the district boundary appear to be reasonable since the prospect pits do not contribute to the significance themes for the cultural district.

My staff pointed out that there is no written evidence of coordination with the Kootenai Indians, nor which bands were consulted. Also, the dissemination of site specific information in the project map (Exhibit 1) may not be congruent with Section 304 of the Archeological Resources Protection Act, even though the distribution list is predominantly comprised of public agencies. In addition, since we have an interest in the management of the Kootenai Falls Cultural Resource District, we would appreciate a copy of page two of the Memorandum of Agreement between the Federal Highway Administration and the Advisory Council on Historic Preservation (your attachment 3); this was missing in our copy of your document.

Thank you for the opportunity to comment on your project.

Sincerely,


for Fred C. Weinmann
Chief, Environmental Resources
Section

Date Recd. Processed: 10/22/87		MAIL ROUTE	Attach	Initial
		30		
		✓ 31 Eng. Specifications		
		32 Contract Plans		
		33 Loc. Road Design		
		✓ 34 Environment		
		34 Hydraulic		
		35 Surfacing Design		
		36 Traffic		
		37 Pub. Hearing		
		38 Photogrammetry		
		✓ 39 Consultant Design		
		✓ <i>[Signature]</i>		
		✓ <i>[Signature]</i>		
		✓ <i>[Signature]</i>		
		✓ File		

DEPARTMENT OF HIGHWAYS



TED SCHWINDEN, GOVERNOR

2701 PROSPECT

STATE OF MONTANA

HELENA, MONTANA 59620

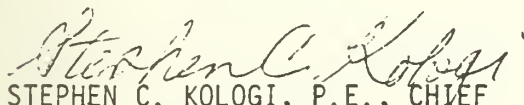
January 21, 1988

Fred C. Weinmann, Chief
Environmental Resources Section
Department of the Army
Seattle District Corps of Engineers
P.O. Box C-3755
Seattle, WA 98124-2255

F 1-1(18)14
TROY - LIBBY

This letter is in response to your comments and requests regarding the 4(f) statement for the above noted project.

Attached for your review are copies of correspondence with the Kootenai Indians and a copy of the new Memorandum of Agreement (MOA) which will replace the MOA you requested. We have noted your concern regarding site specific information. The final 4(f) statement should be finished and circulated soon.


STEPHEN C. KOLOGI, P.E., CHIEF
PRECONSTRUCTION BUREAU

SCK:MAL:cm:3/M

cc: S. C. Kologi
G. L. Larson
M. P. Rossillon



United States Department of the Interior

OFFICE OF ENVIRONMENTAL PROJECT REVIEW
WASHINGTON, D.C. 20240



NOV 23 1987

L7619 (762)
ER 87/1184

Mr. Roger K. Scott
Montana Division Administrator
Federal Highway Administration
301 South Park Street
Mail Drawer 10056
Helena, Montana 59626-0056

7-1-1 (18)

Dear Mr. Scott:

This is in response to the request for the Department of the Interior's review of the draft Section 4(f) statement for the reconstruction of US-2 (Troy to Libby), Lincoln County, Montana.

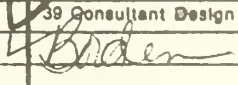
We concur that there are no feasible and prudent alternatives to the proposed use of 4(f) land, and we concur with the measures presented in the subject document to minimize harm, as listed on pages 26 and 27.

The Department of the Interior has no objection to Section 4(f) approval of this project.

Sincerely,


Bruce Blanchard, Director

cc:
✓ Stephen C. Kologi, P.E.
Supervisor, Preconstruction Bureau
Montana Department of Highways
2701 Prospect Avenue
Helena, Montana 59620

Date Recd. Preconst. 11/30/87				
Act	Info	MAIL ROUTE	Attach	Initial
		30		
		30 Eng. Specialties		
		31 Contract Plans		
		32 Loc. Road Design		
		33 Environment		
		34 Hydraulic		
		35 Surfacing Design		
		36 Traffic		
		37 Pub. Hearing		
		38 Photogrammetry		
		39 Consultant Design		
				

AMENDED
MEMORANDUM OF AGREEMENT
BETWEEN THE FEDERAL HIGHWAY ADMINISTRATION, MONTANA DEPARTMENT
OF HIGHWAYS, KOOTENAI NATIONAL FOREST, THE ADVISORY COUNCIL ON
HISTORIC PRESERVATION OFFICER
REGARDING IMPROVEMENTS TO U.S. HIGHWAY 2 BETWEEN
TROY AND LIBBY, LINCOLN COUNTY, MONTANA

WHEREAS, the Federal Highway Administration (FHWA) has determined that improvements to the Troy-Libby Highway (F 1-1(18)14) will affect properties included in or eligible for inclusion in the National Register of Historic Preservation (Council) pursuant to Section 106 of the National Historic Preservation Act (16 U.S.C. 470(f)) and its implementing regulations, "Protection of Historic and Cultural Properties (36 CFR Part 800),"

NOW, THEREFORE, FHWA, Montana Department of Highways, Kootenai National Forest, the Montana State Historic Preservation Officer (SHPO), and the Council agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the undertaking on historical properties.

STIPULATIONS

The FHWA shall ensure that the following measures are carried out:

1. Archaeological data recovery will be undertaken at site 24LN761 in accordance with a research design or data recovery plan acceptable to the Montana SHPO. That research design or data recovery plan will take into account the guidance and principles in the Council's Treatment of Archaeological Properties: A Handbook.
2. In accordance with §110(b) of the National Historic Preservation Act, site 24LN237, the 1915 Troy-Libby Highway, will be recorded to Historic American Engineering Record (HAER) standards. To determine what documentation shall be required for this historic road, FHWA shall consult with the HAER program of the National Park Service, and, unless otherwise agreed to by the National Park Service, all documentation shall be completed and accepted by HAER prior to the demolition or alteration of the historic highway. Copies of the documentation will be made available to the Montana SHPO and up to two repositories designated by the SHPO.
3. Historical markers will be developed to interpret the historic highway to the public.
4. The contractor will be informed of the presence of the historic highway, and measures will be taken to assure that

it is disturbed no more than as shown on construction plans. In the event the highway is disturbed more than was planned or further disturbance is eminent due to instability created by any construction-related activity, all potentially disturbing work will be halted immediately. Consultation between the contractor, Project Manager, MDOH Archaeologist or Historian, and a representative of the Forest Service will be undertaken to determine the measures needed to mitigate any damage. The mitigation will be aimed at reestablishing the continuous segments of the historic highway.

5. The highway will be designed to assure that intrusions into the yards of the Lane Residence and Powers Residence are kept as minimal as possible and, in any case, do not move closer than 15 feet at the Lane Residence and 20 feet at the Powers Residence.
6. If a dispute arises regarding implementation of this agreement, the FHWA will consult with the objecting party to resolve the dispute. If any consulting party determines that the dispute cannot be resolved, FHWA shall request the further comments of the Council pursuant to the Council's regulations.
7. If any of the signatories to this agreement determines that the terms of the agreement cannot be met or believes a change is necessary, that signatory will immediately request the consulting parties to consider an amendment or addendum which will be executed in the same manner as the original agreement.
8. Failure to carry out the terms of this agreement requires that FHWA again request the Council's comments in accordance with the Council's regulations. If FHWA cannot carry out the terms of the agreement, it will not take or sanction any action or make an irreversible commitment that would result in an adverse effect with respect to the eligible property covered by the agreement or would foreclose the Council's consideration of modifications or alternatives that could avoid or mitigate the adverse effect on the property until the commenting process has been completed.
9. Any party to this agreement may suspend it by written notice to the other consulting parties. If this happens, the parties will consult further to determine whether the issues can be resolved and the agreement reimplemented in amended form.

Execution of this agreement evidences that the FHWA has afforded the Council a reasonable opportunity to comment on the effects of the Troy-Libby Highway improvement project on these historical properties and has taken into account the effects of its undertaking on these historical properties.

Robert E. DeLoe 9 Sept. '87
Advisory Council on Historic Preservation (date)

W/S Dunbar 8/17/87
Federal Highway Administration (date)

Stephen C. Koleski 8-10-87
Montana Department of Highways (date)

James F. Larkins 8/4/87
Kootenai National Forest (date)

Marvella Shoup 8-18-87
Montana State Historic Preservation Office (date)

MR:3:cm:27/g



EXHIBIT I
FI-1(18)14
TROY-LIBBY



KOOTENAI FALLS CULTURAL RESOURCE DISTRICT BOUNDARY

1915 TROY-LIBBY HWY.

SCALE 1:24,000

CONTOUR INTERVAL 40 FEET
DOTTED LINES REPRESENT 20-FOOT CONTOURS
NATIONAL GEODETIC VERTICAL DATUM OF 1929

END PROJECT

Libby

